

Message Text

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TO USMISSION GENEVA

C O N F I D E N T I A L STATE 195071

FOLLOWING REPEAT BONN 13079 SENT SECSTATE INFO USBERLIN BERLIN
LONDON MOSCOW MUNICH PARIS DATED AUGUST 13.

QUOTE

C O N F I D E N T I A L BONN 13079

E.O. 11652: GDS

TAGS: ETEL, GW, WB, US, UK, FR

SUBJECT: OCTOBER ITU REGIONAL CONFERENCE: BERLIN

ASPECTS

REFS: (A) BONN 12879; (B) BONN 6311; (C) STATE 69941

BEGIN SUMMARY: THE EFFORT TO FORMULATE AN ALLIED MAN-
DATE FOR THE FRG TO REPRESENT BERLIN INTERESTS AT THE
ITU REGIONAL CONFERENCE HAS FOUNDERED ON THE FRENCH-
POSED DILEMMA OF GIVING THE FRG THIS TASK (WHICH UNDER
THE QA IT CAN PERFORM ONLY IF MATTERS OF SECURITY AND
STATUS ARE NOT INVOLVED), WHILE AT THE SAME TIME
RESERVING THE RIGHT TO REJECT THE RESULTS OF THE CON-
FERENCE IF ALLIED INTERESTS ARE ADVERSELY AFFECTED.
WE WILL ENDEAVOR TO MAKE CHANGES HERE AIMED AT MEETING
SOME OF THE FRENCH OBJECTIONS BUT WOULD MEANWHILE
WELCOME GUIDANCE FROM THE DEPARTMENT. END SUMMARY.

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1. BACKGROUND: AS REPORTED REFTEL B, THE FRG WAS

ASKED BEFORE THE MAY 1 DEADLINE TO FILE FREQUENCY REGISTRATION FORMS FOR WEST BERLIN STATIONS ON BEHALF OF THE ALLIES FOR THE OCTOBER ITU CONFERENCE. SUBSEQUENTLY, THE ALLIES HAVE ENDEAVORED TO FORMULATE AN ORAL MANDATE FOR THE FRG TO REPRESENT ALLIED INTEREST AT THE CONFERENCE. BECAUSE THE FRENCH HAVE NO TRANSMITTERS IN BERLIN, THE FRENCH BONN GROUP REP HAD PREFERRED THAT THE MATTER BE HANDLED BILATERALLY BETWEEN THE US AND THE UK. A JOINT US-UK DRAFT INTENDED TO ANSWER QUESTIONS WHICH THE GERMANS HAD POSED IN FEBRUARY (SEE BONN 3809) WAS PROVIDED THE FRENCH REP IN JULY, AND AT THE JULY 29 TRIPARTITE MEETING THE US AND UK REPS ASKED FOR FRENCH SUPPORT IN USING THE PAPER AS A BASIS FOR DISCUSSION WITH THE GERMANS IN THE FULL BONN GROUP. THE FRENCH REP (BOISSIEU) EXPRESSED SEVERAL RESERVATIONS ABOUT THE PAPER, AND AFTER FRENCH-UK BILATERAL CONSULTATIONS THE UK REP SUBMITTED A REVISED DRAFT, THE TEXT OF WHICH IS REPORTED IN REFTEL A.

2. THE REVISED PAPER WAS DISCUSSED TRIPARTITELY AUGUST 8, AT WHICH TIME BOISSIEU SAID HE LIKED THE NEW VERSION MUCH BETTER BUT STILL FOUND DIFFICULTIES WITH IT. HE NOTED THAT THE PAPER AND ITS INFORMAL MANDATE ARE BASED ON THE PREMISE THAT THE THREE POWERS WILL AUTHORIZE THE FRG TO REPRESENT BERLIN AND WILL DEFEND ITS RIGHT TO DO SO IF CHALLENGED AT THE ITU CONFERENCE. AT THE SAME TIME, THE ALLIES WOULD THROUGHOUT THE CONFERENCE RETAIN THE RIGHT TO REVIEW THE RESULTS OF THE CONFERENCE AND POSSIBLY TO SAY THAT WE DID NOT ACCEPT THEM. THE FRG IN FEBRUARY HAD ASKED FOR AN ALLIED STATEMENT THAT MATTERS OF SECURITY AND STATUS--THE MOST LIKELY BASIS FOR A SOVIET OR EAST GERMAN CHALLENGE--ARE NOT INVOLVED. IF WE ARE TO ASK THE FRG TO REPRESENT BERLIN INTERESTS (WHICH WE HAVE ALREADY DONE), WE MUST LOGICALLY AGREE THAT SECURITY AND STATUS ARE NOT INVOLVED. YET IT IS DIFFICULT TO SAY THIS AND AT THE SAME TIME TO RETAIN THE RIGHT TO ANNUL DECISIONS TAKEN BY THE CONFERENCE--PRESUMABLY ON THE BASIS THAT THOSE DECISIONS AFFECT OUR OCCUPATION RIGHTS

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AND, BY IMPLICATION, SECURITY AND STATUS.

3. THE UK REP (MINEEFF) NOTED THAT PARAGRAPH 9 OF HIS PAPER HAD TRIED TO MEET THAT DILEMMA BY NOTING THAT THE FRG DELEGATION COULD ABSTAIN FROM VOTING ON OR VOTE AGAINST MEASURES WHICH WOULD AFFECT THE POSITION OF THE ALLIES IN BERLIN. BOISSIEU ALSO FOUND THIS DIFFICULT, IN THAT IT AMOUNTED TO OUR TELLING THE FRG

THAT IT WAS REPRESENTING BERLIN AT THE CONFERENCE, YET AT THE SAME TIME SAYING THAT IT MUST REMAIN SILENT ON MATTERS AFFECTING BERLIN. BOISSIEU ALSO THOUGHT WE SHOULD HAVE CLEAR AGREEMENT ON THE QUESTION OF WHETHER AND WHEN TO ANNOUNCE ALLIED RESERVATIONS. HE THOUGHT THAT THERE SHOULD BE A FORMAL ANNOUNCEMENT AT SOME POINT IN THE CONFERENCE ITSELF, AND THAT LOGICALLY THIS SHOULD BE DONE AT THE BEGINNING OF THE CONFERENCE, THOUGH HE IMAGINED THAT THE CONFERENCE MIGHT IMMEDIATELY BE PLUNGED INTO CONFUSION.

4. BOTH THE UK AND THE FRENCH REP QUESTIONED THE US VIEW, AS EXPRESSED IN REFTEL C, THAT DECISIONS TAKEN BY THE CONFERENCE CONCERNING BERLIN FREQUENCIES COULD BE ACCEPTED BY THE FRG ONLY AD REFERENDUM TO THE ALLIED KOMMANDATURA. THEY THOUGHT THAT THE LOGICAL CONSEQUENCE OF THIS POSITION WOULD BE THAT, IF THE ITU BY MAJORITY VOTE WERE TO ALLOCATE THE PRESENT ALLIED FREQUENCIES TO OTHER STATES AND THE AK WERE TO REFUSE TO ACCEPT THIS, CONFUSION AND ELECTRONIC WARFARE WOULD BE THE ULTIMATE RESULT. BOISSIEU EXPRESSED THE VIEW THAT THE ALLIES SHOULD AGREE AT THE OUTSET THAT THEY WOULD ACCEPT THE RESULTS OF THE CONFERENCE.

5. NONE OF THE REPS PRESENT WAS COMPETENT TO DISCUSS THE FINAL NATURE OF THE ACTS OF THE FORTHCOMING CONFERENCE OR THE PROCESSES OF HORSE-TRADING OR VOTING BY WHICH FREQUENCIES ARE REALLOCATED. MINEEFF SUGGESTED AN URGENT NEED AT THIS STAGE TO HAVE EXPERTS, INCLUDING THOSE WHO UNDERSTAND BOTH THE PROCEDURES OF THE CONFERENCES AND THE TECHNICAL BROADCASTING ASPECTS, TO SIT DOWN AND WORK OUT A BRIEF WHICH WOULD PROVIDE CLEARER GUIDELINES FOR THE CONDUCT OF THE FRG, FRENCH, CONFIDENTIAL

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AND UK PARTICIPANTS IN THE CONFERENCE AND THE US OBSERVERS. MINEEFF ALSO NOTED THAT NONE OF US IN THE BONN GROOP KNEW WHAT RELATIVE PRIORITIES THE BRITISH AND THE FRENCH ASSIGNED TO THE BERLIN ASPECTS OF THE FORTHCOMING CONFERENCE, AS OPPOSED TO THE BROADER INTERESTS OF THE BBC AND THE FRENCH BROADCASTING AUTHORITIES. HE WAS ALSO MINDFUL OF A POTENTIAL CLASH OF INTEREST BETWEEN THE FRG AND THE ALLIES IF THE NUMBER OF FREQUENCIES IN BERLIN SHOULD BE CUT BACK.

6. TO THE US SUGGESTION THAT, WITH TIME RUNNING OUT, THE UK PAPER SHOULD NOW BE TRANSMITTED TO CAPITALS ALONG WITH THE FRENCH QUESTIONS ABOUT SECURITY AND STATUS AND ANNOUNCING ALLIED RESERVATIONS AT THE CONFERENCE, BOISSIEU (WHO WAS DEPARTING ON VACATION THE

FOLLOWING DAY) INITIALLY INDICATED A PREFERENCE FOR CONTINUING TO TRY TO COME TO GRIPS WITH THE PROBLEMS HERE. HE NOTED THAT THE MOST DIFFICULT QUESTIONS WERE THOSE IN PARAGRAPHS 8,9, AND L0 OF THE UK PAPER AND SAID THAT THESE SHOULD BE RESOLVED FIRST. HOW TO HANDLE SOVIET AND GDR PROTESTS ABOUT FRG REPRESENTATION WOULD BE RELATIVELY SIMPLE, HE SAID, AS THIS IS THE SORT OF THING WE DO ROUTINELY, AND THOUGHT SOME DRAFT ANSWERS FOR ANTICIPATED PROTESTS SHOULD BE APPENDED TO THE PAPER. IN THE END, BOISSIEU AGREED WITH THE US AND UK PREFERENCE FOR REPORTING THE PAPER NOW AND REQUESTING GUIDANCE ON THE VARIOUS PROBLEMS AIRED IN THE FOREGOING DISCUSSION.

7. COMMENT: WE WILL ATTEMPT TO DEVELOP LOCALLY THE INFORMATION NEEDED FOR ANSWERING SOME OF THE PROCEDURAL AND TECHNICAL QUESTIONS WHICH AROSE DURING THE TRIPARTITE DISCUSSION AND WILL ALSO ENDEAVOR TO MAKE MODIFICATIONS IN THE DRAFT MANDATE WHICH MIGHT MAKE IT MORE ACCEPTABLE TO THE FRENCH. WE RECOGNIZE, HOWEVER, THAT THERE PROBABLY ARE NO ANSWERS TO THE FUNDAMENTAL PROBLEMS POSED BY BOISSIEU AND THAT WHAT IS REQUIRED IS A BRIEF THAT WILL MAKE THE BEST OF A DIFFICULT SITUATION AND SATISFY MINIMUM GERMAN REQUIREMENTS. THE DEPARTMENT'S COMMENTS AND GUIDANCE WOULD BE APPRECIATED.
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